

CHAPTER VI OTHER MISSIONS

"Tell me your requirements, and I'll match them with capability."

**Lieutenant General Daniel Schroeder, USA
Commander, Joint Task Force
Operation SUPPORT HOPE**

1. General

Global distribution operations exist across the range of military operations. Global distribution doctrine must apply across the full range of operations and incorporate the multitude of organizations and interests that influence or participate with US Armed Forces in accomplishing these missions. Among the missions discussed in this chapter are MOOTW, multinational, which includes NATO and the United Nations (UN), and interagency operations. Global distribution of materiel supports these operations in virtually the same manner as during conventional or unilateral US joint force operations. There are many differences and some legal restrictions encountered, however, when providing (or receiving) distribution support to and from foreign military or civil sources and when participating in operations with other USG agencies, partner nations, NGOs, PVOs, regional organizations, and international organizations (IO). The task of globally distributing materiel becomes more complex as non-DOD customers are supported, materiel is sourced outside of traditional DOD channels, and supported missions diverge from conventional military operations. This chapter will discuss unique considerations impacting global distribution networks, functions, and elements during MOOTW, multinational, and interagency operations and address their impact on the global

1 distribution system.



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4 *Global distribution operations supporting military operations other than war involve the same planning and*
5 *execution considerations used during wartime missions.*
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7 **2. Military Operations Other Than War**

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9 MOOTW are operations that encompass the use of military capabilities across the range
10 of military operations short of war. MOOTW focus on deterring war, resolving conflict,
11 and promoting peace. They can be executed to complement any combination of the other
12 instruments of national power. In some MOOTW operations the DOD may be the lead
13 agency, often, DOD supports other agencies, such as the DOS in foreign humanitarian

1 assistance (FHA) operations. As Figure VI-1 indicates, MOOTW may involve both
2 combat and noncombat operations. All military operations are driven by political
3 considerations, however, MOOTW are more sensitive to such considerations due to their
4 overriding goal to prevent, preempt, or limit potential hostilities. The goal is to achieve
5 national objectives as quickly as possible and conclude military operations on terms
6 favorable to the US and its allies.

8 *"For all our experience and compassion we in the relief business do not have the capacity to deal*
9 *with such large-scale catastrophes without help. Help from the military is not something we*
10 *should begin to take for granted or rely upon in all cases. But there are extraordinary*
11 *circumstances that call for responses --- manpower, equipment, expertise, transport and*
12 *communications capacity --- that only the military can deploy."*

14 **Phillip Johnson**
15 **President & Chief, Executive Officer**
16 **CARE**

18 a. **MOOTW Logistic Considerations.** General logistic considerations for this
19 environment apply directly to the task of providing global distribution of materiel. These
20 considerations are reviewed below.

- 21
- 22 • **Unique Capabilities.** The US military has unique distribution capabilities that
23 are often not within the capabilities and fiscal resources of other nations or
24 organizations and are relevant to all MOOTW operations. These capabilities
25 include the ability to rapidly distribute forces and materiel globally; a robust C2
26 capability; a sustained logistics capability through reliable global distribution
27 operations; and the ability to provide force protection throughout operations. US
28 military distribution capabilities most frequently requested during MOOTW
29 operations are strategic and tactical airlift, infrastructure repair (e.g., port, airfield,

road construction), ground transportation of personnel, equipment, and materiel, use of arrival and departure airfield control groups, and port and railroad operations groups.

Range of Military Operations			
Military Operations		General US Goals	Representative Examples
COMBAT	War	Fight & Win	<u>Large Scale Combat Operations</u> <u>Attack/Defend/Blockade</u>
	NONCOMBAT	Deter War & Resolve Conflict	Peace Enforcement Counterterrorism Show of Force/Raid/Strike Peacekeeping/ Noncombatant Evacuation Operation Nation Assistance Counterinsurgency
		Promote Peace & Support US Civil Authorities	Freedom of Navigation Counterdrug Humanitarian Assistance Protection of Shipping US Civil Support

Figure VI-1. Range of Military Operations

- **Mission Focus.** Logistics, and therefore global distribution of materiel, is particularly susceptible to "mission creep," especially in peace or humanitarian operations. Evolutions both on the ground and in the political context of a crisis could lead to unexpected changes in the role and hence the global distribution requirements of military forces.
- **Termination.** There must be a plan for mission termination. This includes

analysis, assessment, and coordination of logistic considerations relative to mission termination. Global distribution considerations relative to mission termination include:

- Analysis of what logistic infrastructure, materiel, distribution capabilities, and equipment will remain in-country for use by follow-on forces or organizations.

- Analysis of what global distribution capability is required to support recovery, reconstitution, and redeployment of forces, equipment, and materiel.

- Termination or transition of contracted commercial and HN support.

- **Mission Objectives.** In this environment, as with other operations, logistics is often a factor in determining objectives. Global distribution capability, or the lack thereof, will almost always affect the theater campaign or operation and may exert varying constraints on joint force operations dependent upon the operational environment.

- **Balance Forces.** Planners must consider requirements not only for US combat and combat support forces, but also requirements for other participants. Regardless of prior agreements, other nations and agencies tend to look to the US military for support; therefore US support forces and global distribution capability may have a

larger role than initially planned.

- **Unity of Effort.** Unity of effort is essential to coordinate global distribution operations in both joint and multinational environments, requiring coordination not only between Services, but also among governmental departments and agencies, IO, NGO, PVO, and multinational forces.

- **Logistic Discipline.** True economy of supply requires the careful planning and distribution of materiel to provide only those resources required to support operations. Excess materiel or inappropriate use of priorities decreases flexibility and drains transportation, facilities, and global distribution resources from other operational priorities.

b. **Global Distribution Considerations in MOOTW.** In MOOTW, global distribution capabilities may be employed in quantities disproportionate to their normal military proportions or roles, and they may be utilized to accomplish nonstandard tasks. Planners must be aware that overextending these capabilities may jeopardize the ability to support combat operations should they occur. Often in these operations, broad multilateral participation is solicited as a means to share or control costs. Given this factor, there is a need for close coordination with IOs, NGOs, PVOs, and local civilian agencies operating within the same areas. Therefore, it is just as important to apply the fundamentals, tenets, planning considerations, and global distribution options covered in this doctrine to planning and execution of these diverse operations. Global distribution

considerations in MOOTW include:



Broad multilateral participation is often solicited for military operations other than war as a means to share or control costs.

- **Logistic Sophistication.** In some cases, the agencies and organizations US forces interact with may be as or more sophisticated in the application of supply chain management and distribution techniques as US forces. In most cases, however, they may operate well below the level of logistic or distribution sophistication existing in support of US forces. This is a significant challenge for global distribution planners because it impacts the interoperability and compatibility of the four global distribution networks.
- **Sequencing the Force.** During some MOOTW operations, global distribution

1 capabilities, such as commercial entities working on behalf of the DOD or a military
2 Service or military units tailored to perform distribution tasks, may precede other
3 military forces or may be the only forces deployed to support the operation.
4 Contractor or military personnel may be deployed to a foreign nation to support either
5 US or multinational forces and may continue that support after the departure of
6 combat forces. Global distribution networks and functions must effectively transition
7 with political and mission objectives to provide the operating force required support.

8
9 • **Assess Impact on Host Nations.** Distribution planners should analyze the
10 capability of the HN economy to accommodate distribution requirements and other
11 logistics support required by US or multinational forces and exercise care to limit
12 adverse effects on the HN economy. Global distribution planning must consider the
13 impact of each element of global distribution of materiel on the local HN economy
14 and materiel sources.

15
16 • **Assess Transportation Infrastructure Early.** Transportation infrastructure
17 must be considered early in mission analysis. Airfields and ports must be assessed,
18 particularly those in underdeveloped countries where their status will be in question.
19 Delay in completing the transportation assessment directly impacts the flow of
20 strategic lift assets into the region. Additional support forces may be required to
21 build supporting transportation infrastructure because this impacts follow-on force
22 closure as well as delivery of humanitarian cargo. In addition, procedures must be
23 established to coordinate movement requirements and airfield slot times with other

participants in the operation. Availability of fuel and other essential support items may impinge on transportation support.

3. Multinational Operations

Multinational operations is a collective term describing military actions conducted by forces of two or more nations, typically organized within the structure of an alliance or coalition. An alliance is the result of formal agreements (e.g., treaties) between two or more nations for broad, long-term objectives that further the common interests of the members. A coalition is an ad hoc arrangement between two or more nations for common action. The fundamental difference from unilateral US joint operations is that the participating forces represent sovereign nations. This fact has profound implications for how the US may organize, plan, and execute global distribution of materiel. Unique command relationships, legal constraints, and often dramatically different logistic standards and capabilities of participants must be addressed during planning. Varying standards and capabilities in distribution networks and functions affect the broad nature of global distribution support to the multinational force (MNF) and complicate efforts to integrate and synchronize C2, funding and reimbursement mechanisms, allied contributions, and other logistic support. The ultimate objective during multinational operations is to forge a partnership among participating nations executing global distribution of materiel. Executed correctly, this partnership should improve operational support by allowing participating nations to share the burdens associated with participating in such operations and potentially generate significant cost savings.

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3 *Multinational operations involved the forces of sovereign nations. This fact has profound implications for the*
4 *organization of forces and logistic support.*
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6 a. **Special Considerations in Multinational Operations.** The planning and
7 conduct of logistics in multinational operations differs from that in single-nation
8 operations. Sovereign nations do not give multinational force commanders (MNFCs)
9 command of their forces, but MNFCs are likely to have operational control (OPCON)
10 over forces from participating nations, including logistic forces and capabilities that may
11 be assigned to support the operation. All of the following considerations impact the
12 planning and execution of global distribution concepts supporting US forces participating
13 in multinational operations.

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- 15
 - OPCON within a multinational operation is defined as agreed upon by

1 participating nations. By definition, OPCON does not extend, in and of itself, to the
2 logistic resources and capabilities that are organic to the forces under OPCON to the
3 MNFC. In US joint operations, the JFC may be delegated directive authority for
4 logistics by the geographic combatant commander. In multinational operations,
5 however, the MNFC has only those authorities specifically granted by participating
6 nations.

7
8 • Effective multinational logistic operations depend on good personal relationships
9 between multinational and national force commanders.

10
11 • US and other multinational forces must operate under the limitations imposed by
12 SOFAs and national laws and regulations.

13
14 • National laws guide the exchange of logistic support and commodity distribution
15 among nations. There are a number of legal provisions that stipulate the manner in
16 which US forces can exchange logistic support with other force contingents. These
17 legal provisions provide the parameters under which US commanders can participate
18 in multinational logistic arrangements.

19
20 • Because of its generally robust logistics posture with highly specialized and, in
21 some cases, unique logistic and distribution capabilities many nations view the US as
22 the source of logistic support to fill shortfalls in their own capabilities.

1 *For more information, see JP 4-08, “Joint Doctrine for Logistic Support of*
2 *Multinational Operations.”*

3
4 b. **Responsibility.** The responsibility for providing global distribution support to
5 national component forces ultimately resides with their nations, unless previously agreed
6 upon in alliance implementing arrangements (IAs), coalition agreements, or bilateral
7 agreements between participating nations. The degree of mutual distribution or logistic
8 support existing in multinational operations is dependent upon detailed planning and
9 coordination. The objective is to apply the complementary capabilities of allies and
10 mitigate weaknesses when possible. The synergy required for successful multinational
11 distribution operations comes from centralized coordination of theater distribution
12 functions, common services, and support.

13
14 c. **Organization of Multinational Logistics.** MNFCs may have directive logistics
15 authority when consent is provided by participating national commands. Normally,
16 requests will be made to national commanders to assume organizational logistic missions
17 in support of MNFs. In some cases, the MNFC may exercise OPCON over national
18 logistics or distribution units. Additionally, the MNFC may establish a logistics
19 coordination or control center headed by a senior logistic coordinator to control or
20 coordinate common or theater-level distribution support within the operational area.
21 There are three generally accepted methods of executing cooperative logistics in a MNF
22 that apply to global distribution operations. Each method can be used singularly or in
23 combination. Regardless of the support arrangement selected, it is imperative that

national decisions and commitments to lead or participate in such arrangements are resolved early in the planning process.

- **Lead Nation (LN).** In the LN concept, one nation accepts responsibility to provide one or more logistic functions within a specified geographic area in support of the MNF. Legal restrictions on the transfer of goods and services to foreign countries make it difficult for the US to assume this role.

- **Role Specialist Nation (RSN).** In a role specialization agreement, one nation accepts responsibility to provide a particular class of supply or service for all or most of the MNF. This option should be considered when a participating nation possesses unique logistic strengths. The major difference between RSN and LN is that the RSN arrangements usually are single-item/single-service oriented, while the LNs are concerned with providing or coordinating multiple services within designated geographical regions. Legal restrictions on the transfer of goods and services to foreign countries make it difficult for the US to assume this role.

- **Combination of Lead Nation and Role Specialist Nation.** Using pooled assets and resources, two or more nations form an integrated logistic support structure appointing LN and RSN to provide logistic and distribution functions to the MNF.

d. **Global Distribution Considerations During Multinational Operations.** Some of the major distribution-related factors that must be coordinated or controlled by the

MNFC during multinational operations include:

- Ensuring that the mutual logistic support for US and other forces is in accordance with existing legal authorities.
- Identifying common supplies and services that might be provided by one nation or a multinational organization. Of particular importance is the exercise of coordination, if not control, on procurement and acquisition activities inside the combined force area of operations.
- Establishing if, when, and how a MNFC will be provided authority over national logistics assets to include authority for cross-leveling national supplies under emergency conditions. This requires a mutual decision between participating nations.
- Availability and application of common and/or up-front funding for establishing cost-effective contracts, establishing multinational headquarters (HQ), and general and/or common support.
- Developing policies and procedures to account and reimburse for logistic services and supplies exchanged between the US and other nations under ACSA authority.
- Establishing responsibility and release procedures for national assets.

- 1 • Developing the means to maintain national asset accountability and intransit
2 visibility from the national sustaining base to the front line units.
3
- 4 • Ensuring compatibility and interoperability of communications networks to
5 include information system interfaces between national logistic organizations of the
6 MNF and national support systems. This includes integrating information
7 classification requirements.
8
- 9 • Prioritizing, allocating, and using common infrastructure capabilities (e.g., ports,
10 airfields, roads) to support military and civil operations.
11
- 12 • Identifying and distributing those international agreements that can facilitate the
13 provision of multinational logistic support where appropriate.
14
- 15 • Establishing ground rules and qualification requirements for national elements to
16 participate in the combined force. Though many nations will offer force
17 contributions to a given operation, the MNFC must assure that those forces can be
18 operationally and logistically integrated into the force as a whole. Either the MNFC
19 or another international body must validate that the force contributed has the materiel
20 support resourced and available to it through national, multinational or bilateral
21 distribution channels.
22
- 23 • Considering centralization of HNS distribution expertise (to include distribution

functional expertise as well as legal, financial, acquisition, communications, and administrative) to ensure that the MNF's total requirements are known and prevent competition for resources between partners. Allocation of this support is based on command priorities which best support the operational objectives. Additionally, nations must agree on whether an MNFC will have the authority to conclude HNS arrangements or whether prior national approval is required.

e. **Legal Considerations.** Normally, USG acquisitions must be accomplished by means of a Federal Acquisition Regulation (FAR) contract. Transfers, cross-leveling, or redistribution of defense goods and services to foreign nations, even in the midst of operations, must be accomplished in accordance with and through proper legal authorities such as under ACSA authority, foreign military sales (FMS) cases, the Arms Export Control Act (AECA), Foreign Assistance Act (FAA), the Federal Property and Administrative Service Act, the Fly America Act, the Cargo Preference Act, and annual DOD Authorization and Appropriation Acts. These laws impact every aspect of global distribution operations.

- **Acquisition and Cross-Service Agreements Authority.** Under ACSA, the SecDef can enter into agreements for the reciprocal provision of logistic support, supplies, and services on a reimbursable, replacement-in-kind, or exchange for equal value basis. These agreements can be with eligible nations and IOs of which the US is a member. The ACSA is a broad overall agreement that is generally supplemented by IA. The IA provides points of contact and specific details of the transaction and

1 payment procedures. Orders for logistic support, supplies, and services may be
2 placed under an IA or under the basic agreement, depending on the circumstance.

3 Neither party is obligated until the order is accepted.

4
5 •• Logistic support, supplies, and services is defined as food, billeting,
6 transportation (including airlift), POL, clothing, communications services,
7 medical services, ammunition, base operations support (and construction incident
8 to base operations support), storage services, use of facilities, training services,
9 spare parts and components, repair and maintenance services, calibration services,
10 and port services.



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13 *Distribution of goods and services during multinational operations is governed by significant legal*
14 *considerations and must be accomplished in accordance with and through proper legal authorities.*
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•• Items that may not be acquired or transferred under the ACSA authority include weapons systems and major end items of equipment (except for temporary use of general purpose vehicles and other nonlethal items of military equipment not designated as significant military equipment on the US Munitions List.)

• **Arms Export Control Act.** AECA FMS agreements between the US and a foreign country or IO are the preferred arrangements for operational support, particularly for short-term emergent operations. They are preferred means for routine, recurring resupply requirements reasonably available from the US through FMS. The primary instruments that make up an FMS arrangement are the letter of request from the country or organization requesting logistic support and the letter of offer and acceptance (LOA) from the US. Under the LOA, a basic ordering agreement (BOA) may be included to establish an account for ordering a wide range of undefined materiel requirements, unknown at the signing of the LOA. A BOA is particularly useful for food, fuel, medical, ammunition, unscheduled repairs, and repair parts. US FMS procedures and methods of financial accounting are implemented by DODM 5105.38-M, “Security Assistance Management Manual.” Transportation and other physical distribution functions for materiel purchased from the US moving to the operational area, particularly ammunition, may be provided utilizing the buying country’s assets and handling system, thereby reducing the transportation requirements on the DTS during a crisis.

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2 • **Foreign Assistance Act** . The FAA contains a broad range of authorities to

3 provide military goods or services to foreign countries or IOs for multinational

4 operations. The two most significant sections relating to global distribution are

5 Section 506, which provides authority for DOD drawdowns to friendly foreign

6 nations for unforeseen emergencies, and Section 607, which allows DOD (and other

7 government departments) to provide commodities and services to friendly foreign

8 countries or IOs on an advance of funds or reimbursable basis. By law, Section 506

9 of the FAA cannot be used to provide routine logistic support. Within DOD, the

10 drawdown process is generally managed by the responsible Service materiel

11 commands using security assistance personnel and information systems. The

12 geographic combatant command's role is usually limited to alerting the NCA that a

13 military emergency exists and coordinating the delivery of support with the foreign

14 recipient and responsible DOD materiel commands. In rare cases, the drawdown may

15 be provided from the operational stocks of a Service component of the respective

16 geographic combatant command. Section 607 may be used to provide routine logistic

17 support under a LN or RSN arrangement, but is generally used only in those

18 situations in which other support authorities, such as FMS agreements, cannot be

19 used. In the past, the DOD has provided significant logistic support under section

20 607 to the UN. Support has been provided both by Service components operating

21 with the UN and CONUS-based materiel commands and defense agencies. Because

22 foreign requests for support usually require coordination with the DOS, as well as

23 approval by the SecDef, this authority is not well suited for unforeseen or emergency

1 situations. Also, since DOD regulations require the DOD component or agency
2 providing support to separately account for and bill for such support, Service
3 component commanders must be prepared to commit dedicated resources to manage
4 these transfers.

5
6 • **The Federal Property and Administrative Service Act.** The Federal Property
7 and Administrative Service Act provides authority for any USG agency, including
8 DOD, to transfer foreign excess personal property (FEPP) to foreign countries for
9 foreign currency, substantial benefits, or the discharge of claims. The narrow
10 definition of FEPP and the procedural requirements for transfers under this law limit
11 its operational utility. The Federal Property and Administrative Service Act is not
12 well suited for emergency transfers. It is best used for transfer of overseas property
13 for which the DOD requirement is limited and the host foreign country is willing to
14 accept. In operational terms, it is most applicable in the termination or redeployment
15 phases of a multinational operation. Although DOD regulations assign the Services
16 and DLA the responsibility for screening and negotiating the transfer of FEPP,
17 Service components of geographic combatant commands are well placed, particularly
18 during multinational operations, to identify potential FEPP and foreign recipients.
19 Geographic combatant or component commanders who wish to initiate FEPP
20 transfers should coordinate with the appropriate Service logistic staff and/or with
21 local DLA representatives.

22
23 • **Fly America Act and the Cargo Preference Act.** The Fly America Act and the

1 Cargo Preference Act are two authorities that apply to all USG-funded transportation
2 operations.

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4 •• The Fly America Act prohibits the expenditure of US funds for air
5 transportation aboard a foreign air carrier if a US air carrier is available to provide
6 such a service, even if the foreign air carrier provides less costly and more
7 convenient service. Since the vast majority of DOD-funded air transportation,
8 operational or otherwise, has historically been provided by US-owned or
9 chartered air assets, this authority imposes few practical constraints on US
10 operational commanders. In certain circumstances, however, it may apply. For
11 example, US forces may be prohibited from using appropriated funds and the
12 acquisition-only authority of the ACSA to contract with a foreign air carrier for
13 transportation between two destinations outside the US if a US air carrier was
14 “reasonably available.” Conversely, the Fly America Act may not apply if the
15 same service was provided by a foreign government as reimbursement for US
16 supplies or services provided under an ACSA. Operational commanders should
17 consult staff legal counsel to determine the precise applicability of the Fly
18 America Act to operational air moves.

19
20 •• The Cargo Preference Act requires that all items procured for or owned by
21 the Services and defense agencies be carried exclusively in US-flag vessels that
22 are available at fair and reasonable rates. Since the DOD has the capability and
23 experience to quickly acquire US-registered vessels, there are few instances in

1 which it would constrain the ability of US forces to participate in multinational
2 operations. As with the Fly America Act, this law could limit a US commander's
3 ability to accept sea transportation of US defense goods as reimbursement for US
4 supplies or services provided under an ACSA. In this case, the responsible US
5 commander or ordering authority should negotiate an alternate form of
6 reimbursement and/or consult staff legal counsel.

7
8 • **Annual DOD Authorization and Appropriation Acts.** The authorities
9 described above provide a broad legal framework for US participation in a range of
10 multinational logistic operations. In addition, these standing legal authorities may be
11 supplemented and, in some cases, overridden by provisions contained in annual DOD
12 authorization or appropriations acts. Such provisions may, for example, prohibit or
13 restrict exchanges of logistic support that involve the expenditure of US appropriated
14 funds, such as those authorized under the ACSA or Section 607 of the FAA.
15 Combatant commanders must ensure that subordinate forces are informed of such
16 legislative restrictions and provide appropriate guidance for adhering to them.

17
18 f. **North Atlantic Treaty Organization.** NATO operations are multinational
19 operations conducted through the NATO alliance. NATO logistic support principles and
20 policies are contained in NATO standardization agreements and military committee
21 directives. Global distribution of materiel supporting NATO operations must operate
22 within the overall context of NATO logistic policies and procedures. Basic NATO
23 considerations are:

- **NATO Treaty Considerations.** Alliance operations are conducted under the auspices of a formally chartered defense organization that consists of several nations united by treaty in the promotion and defense of common security interests. NATO logistic operations are governed by the treaty agreements described below. These treaty agreements impact every aspect of global distribution operations.



Global distribution of materiel supporting North Atlantic Treaty Organization operations must operate within the overall context of NATO logistic policies and procedures.

- NATO and member nations have a collective responsibility for the logistic support of NATO's multinational forces.
- Provision of appropriate logistic resources is fundamentally a national

responsibility and should be assured either individually or by cooperative arrangements.

- NATO commanders have coordinating authority for overall logistic planning.

- Decisions on and planning for the implementation of the different modes of multinational logistic support such as multinational integrated logistic support, role specialization, commonly funded resources, and the lead nation principle need to be undertaken at an early stage of operation planning.

- National components should be logistically self-sufficient for an initial period, with continued follow-on support by the responsible nations as agreed between nations and NATO commanders.

- Appropriate authority should be given to the NATO commander to control certain logistic assets, as made available by nations, and as agreed between nations and NATO commanders. A sound balance should be kept between required military effectiveness and economies of scale.

- If engaged, non-NATO nations must be involved in the planning process at the earliest opportunity.

1 •• If required, close cooperation and coordination will be established with the
2 UN, the Western European Union, the Organization for Security and Cooperation
3 in Europe and NGOs/PVOs/IOs as appropriate.

4

5 • **Organization of NATO Logistics.** Logistic support options for NATO
6 operations range from a totally integrated multinational logistic force using LN or
7 RSN options to purely national support. Normally, the NATO force will be
8 supported through a combination of the various options available. Regardless, of the
9 options used, national commanders as well as the NATO commander remain
10 responsible for the sustainment of the forces involved in NATO operations. In
11 addition to the organizational options discussed earlier (LN or RSN), NATO
12 operations may employ the following mutual logistic support arrangements:

13

14 •• **Multinational Support Arrangements.** These agreements may be
15 concluded bilaterally or multi-laterally among nations, and/or between nations,
16 and NATO authorities. NATO commanders may be tasked to mediate and
17 coordinate such arrangements. The intent is to ease the individual logistic burden
18 and enhance the overall logistic efficiency and economy of the operating force.
19 Multinational support arrangements can be implemented for each type of logistic
20 support or service to help avoid duplication of effort and redundancies. For the
21 US to participate in these arrangements, the agreements must be prepared in
22 accordance with the ACSA discussed above.

23

1 ●● **Commonly Funded Logistic Resources.** In this approach NATO funds
2 or pools monetary contributions to obtain the assets identified as eligible for
3 common funding for the entire force or portions of the force. They may include,
4 but are not limited to, the following assets and services: (1) infrastructure and
5 services associated with that infrastructure as well as real estate, such as depots,
6 airfields, HQ, camps, ports, and LOCs; (2) operating and coordinating the use of
7 infrastructure and real estate; (3) communication and information systems assets;
8 and; (4) logistic engineering.

9
10 ●● **Local Contracting.** An essential enabler of this common funding aspect
11 is NATO's capability to access inventories or obtain physical distribution support
12 through NATO-managed local contracting. Contracting support for NATO forces
13 can be used where the use of commercial contracts supports the military mission,
14 is economically feasible, and keeps military assets available for higher priority
15 tasks. The NATO force should monitor and adjust the extent of reliance on
16 contracting based on the operational situation. Since NATO common and
17 centralized funding is limited to specific categories of goods and services, most
18 contract actions will be funded nationally. NATO will, however, coordinate
19 national contracting efforts to ensure enhancement of the contract process,
20 reduction of competition between nations, and realization of economies of scale.
21 The prudent use of contracting coordinating activities, such as the NATO
22 Maintenance and Supply Agency, as well as the cooperation of nations is essential
23 to providing effective distribution support.

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●● **Multinational Integrated Logistic Support.** This logistic support option occurs when two or more nations agree to provide logistic assets to a multinational logistic force under OPCON of a NATO commander for the logistic support of the multinational force. This is an effective support option when one single nation is capable of providing the nucleus of the unit and/or the command structure around which the whole unit can then be formed with other national augmentations and contingents. Such multinational organizations can effectively avoid duplications of effort and redundancies within the logistic system of an operation. Compensation and/or reimbursement are subject to an agreement between the parties involved.

g. **UN Operations.** UN operations are multinational operations conducted through a coalition. These operations are conducted under the authority of a UN resolution and under the leadership of a UN military force commander and a representative of the Secretary General of the UN. Operations with or under UN forces require distribution planners to become familiar with the unique aspects of how the UN approaches distribution and other logistics support of military elements performing UN missions. The UN logistic system requires member states to be self-sufficient at the unit level for an initial period of time, normally 60 to 120 days. This allows the UN to organize a logistic structure, acquire real estate and facilities, and establish contracts and local memorandums of understanding to provide support for the coalition. A UN survey/assessment team will evaluate operational and logistic requirements and develop

1 planning data for sustainment. There are numerous laws dealing with the provision of
2 support to the UN. Logistics planners must consult with their Staff Judge Advocate when
3 planning logistics support for a UN operation.



5
6 *Operations with United Nations forces requires distribution planners to become familiar with the unique*
7 *aspects of how the United Nations approaches distribution and logistic support.*
8

- 9 • **United Nations Considerations.** Coalitions can form within the framework of a
10 formal IO or through one of the nations in the coalition (typically the United States in
11 operations in which it participates). Characteristics of UN operations that impact
12 global distribution operations include the following:
13

1 •• UN operations use established UN policies and procedures, which may not
2 be generally familiar to US or other national commanders.

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4 •• UN operations involve little prior requirements determination and
5 operational planning. Consequently, standardization and/or interoperability
6 among participants is likely to be quite low.

7

8 •• UN operations are more likely to be ad hoc operations when compared to
9 the operations conducted by regional alliances.

10

11 •• The UN Chief Administrative Officer (CAO) does not work for the UN
12 force commander, but reports to the Special Representative of the Secretary
13 General. The UN civilian logistics infrastructure, including the budget officer,
14 reports to the CAO. Generally, logistics problems will not be resolved unless the
15 CAO is involved in the process.

16

17 •• National standards may exceed UN standards, (e.g., consumption rates,
18 space requirements, and safety levels). Sophisticated coalition military equipment
19 may require different standards of support than the UN has agreed to provide or
20 fund. UN standards must be clearly understood in regard to level and quality of
21 support provided and funded. Logistics support that is significantly more
22 extensive than that outlined in the UN agreement may not be reimbursable.

23

1 •• The coalition must be prepared to bring its own support and execute its
2 own distribution operations in the areas where UN-provided support is deficient.

3

4 • **Organization of NATO Logistics.** The nation or IO that has the lead in
5 organizing the coalition is challenged to orchestrate the logistic support of disparate
6 members of the coalition. The options for organizing UN logistic support are
7 outlined below. These options impact every aspect of global distribution operations.

8

9 •• **Lead Nation Concept.** Similar to multinational and NATO operations, a
10 UN LN is assigned to provide support to other nations under a reimbursable
11 agreement. The LN assumes responsibility for providing an agreed upon list of
12 logistics support to other nations. Other elements of the force rely on the LN for
13 the bulk of their needs. National contingents should have representation within
14 the LN's logistics organization. As mentioned previously, legal restrictions on the
15 transfer of goods and services to foreign countries make it difficult for the US to
16 take on this role.

17

18 •• **Force Logistics Support Concept.** In most cases, the UN will ask a
19 member state, or states, to form a force logistics support group (FLSG). The
20 FLSG incorporates logistic units from participating nations. A state accepting the
21 FLSG role will be responsible, along with the Chief Logistics Officer at the UN
22 force HQ, for the establishment of local contracts to support the force. Even with
23 an FLSG, member states remain responsible for unique national elements of

resupply, such as repair parts, clothing, food, and major end item replacement.

•• **Civilian Contractor Concept.** The UN will attempt to economize logistic support by using civilian contractors. The goal is to achieve the most economical logistic organization that meet the demands of the UN force and releases military manpower for other operational requirements or redeployment. The UN force HQ will coordinate the contracting process. UN contracting is not organizationally part of the logistic division but rather the purchasing and transport services division. Additionally, the UN procurement process is very decentralized, with each agency using its own procedures.

4. Interagency Operations

Interagency operations involve elements of the DOD and engaged USG agencies, NGOs, PVOs, regional organizations, and IO. Increasingly, the common thread throughout all major operations, whether in war or MOOTW, is the broad range of agencies--many with indispensable practical competencies and major legal responsibilities--that interact with the Armed Forces of the US. Global distribution planning and operations must be tailored to account for these legal considerations and partner agency competencies.

For additional information see JP 3-08, "Interagency Coordination During Joint Operations, Volumes I & II."

1
2 *"We must recognize that the Department of Defense contribution to interagency operations is*
3 *often more that of an enabler (versus decisive force, a function we are institutionally more*
4 *comfortable with). For example, in Rwanda, the military served as an enabling force which*
5 *allowed the NGOs and PVOs to execute their function of humanitarian relief. A key component to*
6 *our success in Rwanda was the fact that we consciously stayed in the background and withdrew*
7 *our forces as soon as the enabling function was complete."*

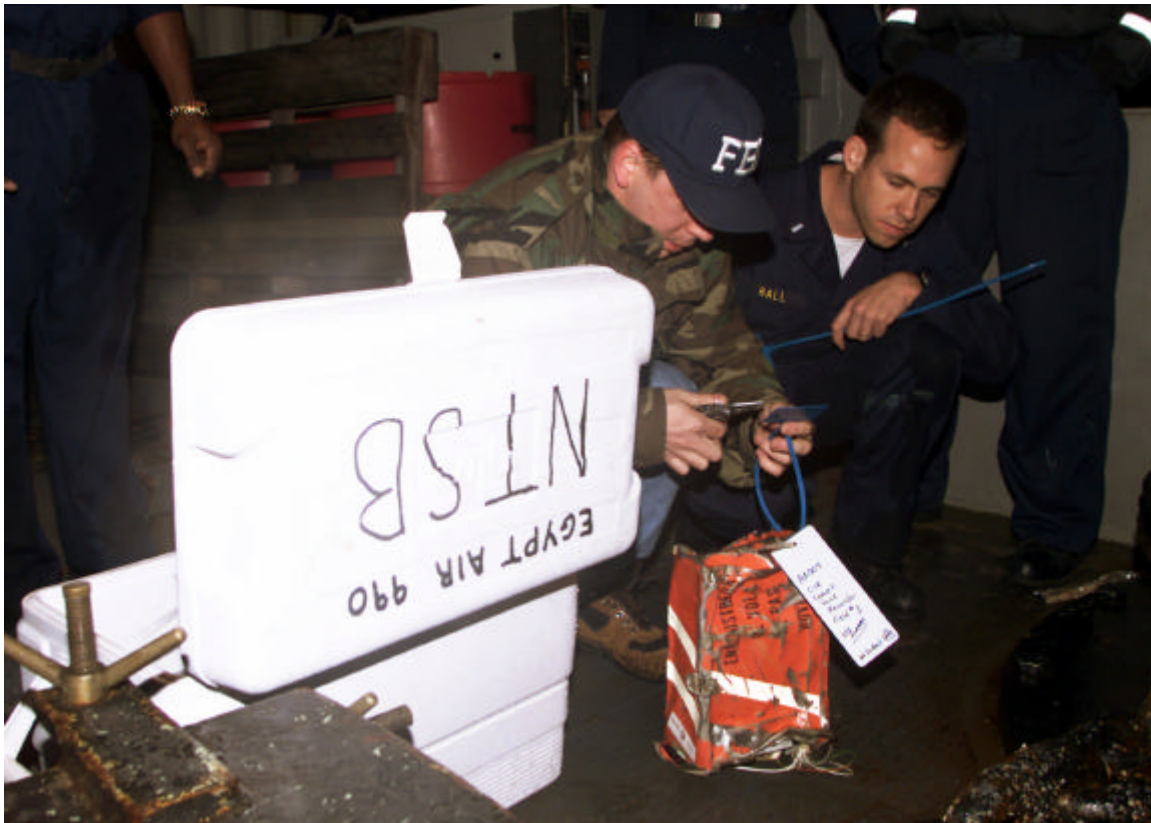
8
9
10 **General George A. Joulwan, USA**
11 **Commander in Chief, US European Command**

12 a. **General.** Military forces have long coordinated with the HQ or operating elements
13 of the DOS and DOT, the Central Intelligence Agency, and the adjutants general of the
14 50 states and four territories. Increasingly, though, participants include other USG
15 agencies, partner nations, NGOs, PVOs, regional organizations, and IOs, such as NATO
16 and the UN, and the agencies of the host country. The difficult nature of interagency
17 operations demands that commanders and joint planners understand the interagency
18 coordination process.

- 19
20 • **Key Coordinating Element.** The civil-military operations center (CMOC) is an
21 ad hoc organization established by the geographic combatant commander or
22 subordinate joint force commander during operations to assist in the coordination of
23 activities of engaged military forces and other USG agencies, NGO, PVOs, regional
24 organizations, and IOs. The CMOC may be useful in coordinating with HN
25 distribution infrastructure and other physical distribution capabilities.

26
27 b. **Domestic Operations.** Military operations inside the US and its territories, though
28 limited in many respects, may include military support to civil authorities (MSCA),
29 which provides DOD support to civil authorities for domestic emergencies that result

from natural or manmade disasters, or military support to civilian law enforcement agencies. Distribution operations in support of these contingencies are guided by the following:



Distribution operations supporting civil authorities are coordinated through the Director of Military Support on the Department of the Army staff and with the Federal Emergency Management Agency.

- Federal response to major disasters or emergencies inside the US are implemented through the Federal Response Plan (FRP). The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Disaster Relief Act of 1974, Public Law 93-288, as amended), is the statutory authority for USG domestic disaster assistance. It gives the President the authority to establish a program for disaster preparedness and response that is delegated to FEMA. The act provides procedures for declaring an

1 emergency or major disaster, as well as the type and amount of federal assistance
2 available. Twenty-eight federal departments and agencies support the operations of
3 the FRP through execution of their assigned functional responsibilities. The FRP
4 applies to natural disasters such as earthquakes, forest fires, hurricanes, typhoons,
5 tornadoes, floods, and volcanic eruptions; manmade emergencies such as radiological
6 or hazardous material releases; and other federal emergencies identified under the act.

7
8 • The FRP assigns responsibilities to executive departments and agencies in
9 grouped emergency support functions (ESFs), depending on the situation. FEMA
10 continues as lead federal agency with other agencies designated as “primary” or
11 “support,” based on their core competencies in 12 ESFs in the FRP. For example,
12 under the FRP, the DOD's US Army Corps of Engineers has the responsibility as
13 “primary agency” for Public Works & Engineering (ESF #3). As a primary agency,
14 the DOD plans, coordinates, and manages the federal response required by this
15 function. The DOD also has specific responsibilities as a “support agency” for all
16 other ESFs.

17
18 *For additional information see Joint Pub 3-07.7, “Joint Tactics, Techniques, and*
19 *Procedures for Domestic Support Operations.”*

20
21 • DOD policy is set forth in DOD Directive 3025.1, “Military Support to Civil
22 Authorities.” While the SecDef retains the authority to approve the use of combatant
23 command resources for MSCA, the Secretary of the Army is the DOD Executive

1 Agent for executing and managing MSCA and responds to the Director of FEMA
2 through the NCA. The SecDef must approve the employment of combatant
3 command resources for MSCA. The Secretary of the Army, as executive agent, may
4 assign tasks directly to the combatant commanders, the Military Departments, DOD
5 agencies, and the US Army Corps of Engineers. The Secretary of the Army executes
6 and manages MSCA operations through the Director of Military Support (DOMS) in
7 the Department of the Army staff. Navy and Air Force deputies support the DOMS
8 to ensure optimum Service integration.

9
10 • Once a decision to employ military assets is made, the supported combatant
11 commander, in this case US Joint Forces Command, uses the different and
12 complementary capabilities of each Service to accomplish the disaster assistance
13 mission. In disaster assistance, global distribution operations will likely be the main
14 effort for military forces. The military force supporting operations, usually a JTF,
15 should be capable of organizing and integrating DOD global distribution system
16 capabilities to provide emergency materiel assistance. A wide variety of the classes
17 of supply as well as all types of services may be required. The fundamental
18 considerations for global distribution planning and execution for disaster assistance
19 are the scope and duration for which organic military distribution capabilities and
20 materiel inventories will be required until the commercial sector or other agencies can
21 perform or provide these functions.

22
23 *For additional information see Joint Pub 3-07.7, "Joint Tactics, Techniques, and*

1 *Procedures for Domestic Support Operations.*”

2
3 c. **Foreign Operations.** The DOS advises and assists the President in foreign policy
4 formulation and execution. Day-to-day relationships between federal agencies revolve
5 about the nation’s external relationships and how they bear on the national interest. For
6 the DOD, this may involve bilateral and multilateral military relationships, treaties
7 involving DOD interests, technology transfer, armaments cooperation and control, HA,
8 and peace operations.

9
10 • **Planning Interagency Operations.** Within a theater, the geographic combatant
11 commander is the focal point for planning and implementation of theater and regional
12 military strategies that require interagency coordination. The combatant commander
13 must give detailed consideration to the ways in which global distribution operations
14 are applied.

15
16 •• Initial concepts of operations and the supporting global distribution
17 concept will require review to assess the feasibility and consider the impact of
18 related activities by interagency participants, particularly with regard to
19 distribution and logistics. For example, primitive seaport and airport facilities
20 may limit the ability to move required amounts of supplies and constrain the
21 collective effort. Planning information is normally available through the country
22 team who usually is in contact with relief organizations in the crisis area. In other
23 situations, it may be unacceptable or damaging to local economies for the US to

1 acquire or procure materiel inventories in a country or in nations immediately
2 surrounding the crisis area while they are trying to recover from a natural disaster
3 or conflict. Therefore, direct or indirect refinement of the military mission and
4 the distribution concept should be conducted with other USG agencies and NGO
5 to identify and minimize mutual interference and coordinate strategic aims and
6 objectives.

7

8 • **Key Information Sources.** The Defense Attaché Office and the security
9 assistance organization are key US sources of information for organizing distribution
10 support for interagency operations in foreign countries. These organizations interact
11 with their HN counterparts on a daily basis and can be invaluable in arranging or
12 coordinating distribution support through HN sources.

13

14 •• **US Defense Attaché.** The US Defense Attaché Office is comprised of the
15 Service attaches assigned to the US embassy. The Defense Attache is normally
16 the senior Service attache assigned to the embassy. These attaches are liaisons to
17 their HN counterparts and usually are invaluable sources of information for use by
18 combatant commander and defense agency planners in developing practical and
19 acceptable global distribution support plans for an operation. Additionally,
20 attaches assist the foreign internal defense (FID) programs by exchanging
21 information with the combatant commander's staff on HN military, social,
22 economic, and political conditions.

23

1 •• **Security Assistance Organization (SAO)** is the most important FID-
2 related military activity under the supervision of the ambassador. The SAO
3 assists HN security forces by planning and administering military aspects of the
4 security assistance (SA) program. SA offices also assist the US country team
5 communicate HN assistance needs to policy and budget officials within the USG.
6 In addition, the SAO provides oversight of training and assistance teams
7 temporarily assigned to the HN. This organization can also be an important
8 source of information and access to combatant command and agency planners in
9 establishing global distribution support to US forces.

11 **5. Conclusion**

13 The operations described in this chapter challenge the global distribution system with
14 missions, customers, and geographic settings that may vary significantly from those
15 considered during more conventional operations. The principles of logistics and tenets
16 and fundamentals of global distribution discussed earlier apply in these operations to
17 guide distribution support to US joint forces. As distribution mission taskings venture
18 outside of the realm of traditional military distribution environments, the logistic
19 principles of flexibility, simplicity, and responsiveness assume critical importance as
20 materiel is sourced outside of traditional DOD channels, and supported missions diverge
21 from conventional military operations. Efficiency and agility are as vital to non-DOD
22 customers as they are when only DOD customers are supported.